

ADOPTED

SEPTEMBER 16, 1992

MEMORANDUM

TO: BOSTON REDEVELOPMENT AUTHORITY AND
PAUL BARRETT, DIRECTOR

FROM: GERARD KAVANAUGH, ASSISTANT DIRECTOR FOR
INSTITUTIONAL PLANNING AND DEVELOPMENT
OWEN DONNELLY, DEPUTY DIRECTOR, INSTITUTIONAL PLANNING
DENNIS CALLAHAN, PROJECT MANAGER, INSTITUTIONAL PLANNING

SUBJECT: PUBLIC HEARING CONCERNING A DEVELOPMENT IMPACT PROJECT
PLAN SUBMITTED BY NEW ENGLAND MEDICAL CENTER HOSPITALS
INC., 750 WASHINGTON STREET, BOSTON, IN CONNECTION WITH THE
PROPOSED DEVELOPMENT OF THE PHASE 1 1-C PROJECT

SUMMARY: This memorandum requests that the Authority: (1) approve the Development Impact Project Plan (DIPP) submitted by New England Medical Center Hospitals, Inc. (NEMCH) in connection with the Proposed Phase 1 1-C Project; (2) authorize the Director to enter into a Development Impact Project Agreement ("Agreement"); (3) approve the proposed amendment to the NEMCH Master Plan which was originally approved on March 29, 1990; (4) approve NEMCH's Transportation Master Plan; (5) authorize the Director to enter into a Cooperation Agreement with NEMCH; (6) authorize the Director to issue an Adequacy Determination upon completion of the Authority's Article 31 process; and (7) authorize the Director to execute a license agreement between Tufts/NEMCH Inc., Don Bosco Technical High School and the Authority for a temporary parking lot on sliver parcels of land located on Washington Street.

INTRODUCTION

New England Medical Center Hospitals Inc. requests approval of a Development Impact Project Plan (DIPP) and a Development Impact Project Agreement ("Agreement") for the proposed construction of two connected eight-story buildings: 1-C North and 1-C South at 750 Washington Street. A three-story atrium will be featured as part of the 1-C North building and will serve as a focal point between the existing NEMCH facilities and the new project.

PROJECT DESCRIPTION

The New England Medical Center Hospitals, Inc. (NEMCH) is a not-for-profit, tertiary level teaching and research hospital adjacent to Tufts University Health Sciences Campus and within the Chinatown/South Cove neighborhood. It provides state-of-the-art medical care and is one of the leading centers of medical research in the country. Over the past several years, NEMCH has been one of the leading recipients of medical research funds from the National Institutes of Health (NIH). NEMCH employs approximately 5,000 people and occupies 1.4 million square feet of building space within its campus.

Located on a site within the NEMCH campus, the new buildings will house expanded inpatient and ambulatory care services. The project site area is 57,346 square feet and is bounded by Washington Street to the west, Oak Street on the south and Ash Street, Nassau Street, and other NEMCH facilities to the north and east.

The proposed Phase 1 1-C Project consists of the new construction of two connected eight-story buildings: 1-C North, housing inpatient care suites and a new emergency department; and 1-C South, housing new ambulatory care facilities. A three-story atrium will be featured as part of the 1-C North building. The 1-C North and 1-C South buildings will be connected by a pedestrian bridge linking floors two through eight and allowing through vehicular and pedestrian passage at ground level between Nassau, Ash, and Washington Streets.

The height of occupied floors for the North and South Buildings is 122.5 feet, with unoccupied mechanical and stair towers extending to 146.5 feet above ground level. The total floor area of the project will be 370,436 FAR square feet. With an FAR of 6.5, and a height of 146.5, the proposed buildings are within zoning requirements for the site as defined by Article 43, the Chinatown District.

The Proposed Project has been designed to blend with the architectural features of Chinatown and the older buildings on the NEMCH campus and to relate to the more immediate context of the Washington Street corridor. Materials for the construction of the building are a brick exterior that is light in color and compatible with many of the existing buildings in the neighborhood.

NEMCH intends to construct the proposed project beginning in the fall of 1992, with completion in late 1995.

NEW ENGLAND MEDICAL CENTER HOSPITALS MASTER PLAN

On March 29, 1990, the Authority approved NEMCH's ten year (1990-2000) Institutional Master Plan (the "Master Plan"). Subsequently, on January 22, 1992, the Authority approved an amendment to the Master Plan. A minor modification of the Master Plan is needed to better reflect both the detailed description of the Phase 1 1-C project and the community benefits associated with it. The Proposed Project is consistent with the approved-as-amended Master Plan, which envisions four phases of development within the campus area, each of which is in conformance with the BRA's permanent zoning for Chinatown.

NEW ENGLAND MEDICAL CENTER HOSPITAL'S TRANSPORTATION MASTER PLAN:

As a condition to the approval of the March 29, 1990 Master Plan, NEMCH was required to submit a Transportation Master Plan. The purpose of this study was to provide a comprehensive overview of the transportation impacts of the NEMCH Master Plan development through the year 2000, taking into consideration the proposed Chinatown housing developments on Parcel A and Parcel B, so that appropriate mitigation measures could be incorporated into the campus transportation access plan.

The Transportation Master Plan was commissioned with extensive participation by a committee of representatives of the Chinese Economic Development Corporation as well as the Chinatown Neighborhood Council's Land Use Committee. Each of these committees has approved the proposed Transportation Master Plan.

ARTICLE 31 DEVELOPMENT REVIEW

In compliance with the Development Review Requirements set forth in Article 31 of the Boston Zoning Code, NEMCH submitted to the BRA a Project Notification Form (PNF) on December 19, 1990, a Draft Project Impact Report (DPIR) on April 7, 1992, and a Final Project Impact Report (FPIR) on July 31, 1992. The FPIR review by Authority staff has been completed, and a Final Adequacy Determination is expected to be prepared by September 30, 1992.

ENVIRONMENTAL REVIEW PROCESS

On September 26, 1989, NEMCH submitted an Environmental Notification Form (ENF) to the Massachusetts Environmental Protection Agency (MEPA). Following input from various public agencies, groups and individuals, including the BRA, MEPA determined on November 13, 1989 that an Environmental Impact Report (EIR) was required. On January 24, 1992 the Executive Office of Environmental Affairs (EOEA) made a determination that a joint Draft Environmental Impact Report (DEIR)/Draft Project Impact Report (DPIR) should be prepared that addressed issues raised in both the MEPA and BRA scopes. On April 7, 1992 such a joint DEIR/DPIR was submitted. On May 29, 1992 MEPA issued a Certificate stating that the DEIR/DPIR complied with applicable regulations. The Certificate noted MEPA's concern about the need for further analysis of traffic impacts, parking mitigation, sewer and water flows, and construction impacts with regard to the demolition of the Dispensary Building. On July 31, 1992 a FEIR/FPIR was submitted to respective agencies which addressed these concerns. It is expected that a Certificate stating that the Final EIR complies with applicable regulations will be issued on September 16, 1992.

BOSTON CIVIC DESIGN COMMISSION REVIEW

The Proposed Project was initially presented for review to the Subcommittee on Design of the Boston Civic Design Commission (BCDC), on December 10, 1991. At the March 3, 1992 meeting of the full BCDC, the Commission, by unanimous vote, voted to recommend approval of the schematic design of the Proposed Project and deferred action on the street design and lighting concept for the area under the Floating Hospital and suggested that NEMCH pay particular attention to the issue of the color of materials on the facades. These issues have subsequently been adequately addressed by NEMCH's architect in a letter submitted to the BCDC on September 8, 1992.

COMMUNITY REVIEW

The Proposed Project has undergone extensive review within the Chinatown community since May 1988. The Chinatown/South Cove Neighborhood Council has played a key role in the review process and on August 17, 1992 voted to unanimously endorse and support the Proposed Project.

PUBLIC BENEFITS PLAN

The Proposed Project is a "Development Impact Project" under Section 26A-3 of Article 26A and Section 26B of the Boston Zoning Code, and therefore subject to housing and jobs linkage obligations. The DIP Agreement anticipates that \$1,352,180 in housing linkage funds and \$270,436 in jobs linkage funds will be generated by the project; said figures will be subject to adjustment in the DIP Agreement based upon the certification of the "as built" project.

The project will generate a substantial number of construction and permanent employment opportunities for Boston residents. It is estimated that during the proposed project construction period, 300 construction jobs will be generated. A Boston Resident Construction Employment Plan as promulgated by the Boston Jobs Policy Act will be executed by and between NEMCH and the Boston Employment Commission and as such will govern hiring practices for construction jobs.

It is expected that NEMCH's completion of the Phase 1 1-C project will generate approximately 455 permanent jobs. NEMCH will enter into a Memorandum of Understanding and a First Source Agreement between the City of Boston, acting by and through the Economic Development and Industrial Corporation (EDIC) and the Mayor's Office of Jobs and Community Services, (OJCS), which will govern recruitment and hiring for designated categories of permanent employment positions.

In addition to the above mentioned public benefits associated with the 1-C Project, NEMCH has prepared in cooperation with the South Cove/Chinatown Neighborhood Council, a comprehensive Chinatown Community Benefits Plan as part of its approved Institutional Master Plan. A brief summary of these benefits are as follows:

- 1) Linkage - Commitment to a single 100,000 square foot exemption for housing and jobs linkage over the course of the entire Master Plan.
- 2) Job Training and Employment - Establishment of a voluntary fund for job training in an amount of \$156,600 for a range of job training initiatives over a three-year period which began in 1991. The payment schedule for such funds is as follows: \$60,000 in Year 1, \$63,600 in Year 2, and \$33,000 in Year 3.

Collaboration with the Chinatown Occupational Training Center (COTC) to expand existing and specialized job training programs.

Collaboration with community agencies to evaluate the effectiveness of existing job training programs and benefits to the Asian population.

Continued participation in "Boston Summer Jobs Program". #75

- 3) Affirmative Action - Establishment of a working committee of representatives from the Chinatown Neighborhood Council (CNC) to work with NEMCH's Human Resources Department in its affirmative action program.

Appointment of a liaison to work with the CNC and community on affirmative action hiring.

Expansion of efforts to recruit youths from YES, YMCA, and the Boys and Girls Club for employment. NEMCH will provide on-site and off-site employment centers for affirmative action.

- 4) Purchasing and Contracting - Development of a purchasing and contracting program with minority-owned small businesses, including the designation of an individual to coordinate such a program. 9/10
- 5) Community Fund Raising - Provision of technical assistance through NEMCH's Development Office for fund raising efforts of the Chinatown community.
- 6) Interpreter Services - Continuation of multi-lingual interpreter services on a 24 hour a day basis. NEMCH interpreter services has increased its scope and translates written material into Chinese and Vietnamese. Materials include patient consent forms, menus, signs, brochures, patient education materials, discharge summaries, health care proxy and physician correspondence.
- 7) South Cove Community Health Center - Continuation of its commitment to the South Cove Community Health Center through an annual payment of \$180,000.
- 8) Community Hospital Program - Establishment of a Community Hospital Program which will establish 26 beds on the second floor of the Pratt Building when the 1-C project is opened to service residents of Chinatown and the nearby communities.
- 9) South Cove Health Center Admitting Privileges - Admitting privileges to South Cove physicians is currently being negotiated.
- 10) Chinese Culture Institute - Extension of a lease with the Chinese Culture Institute for 4,100 square feet of space on the first floor of the Tremont Street Garage structure for \$1 per year until 1999.
- 11) Community Monitoring - Continuation of updates every six months on the status of community benefits to the Chinatown Neighborhood Council and other interested community groups.

PAYMENT-IN-LIEU-OF-TAXES

The Proponent currently makes a payment in lieu of taxes (PILOT) of \$826,308, of which \$519,286 is targeted for support of community based services with a balance of \$307,022 representing a cash payment to the city. Consistent with recent negotiations with representatives of the City's Assessor's Office, NEMCH will enter into a revised PILOT payment upon occupancy of its Proposed Phase 1 1-C project in 1995. NEMCH has currently proposed a total payment of \$330,860 of which 25%, or \$82,715 will go to community services with the remaining 75%, or \$248,145 paid directly to the City of Boston.

TRANSPORTATION ACCESS PLAN AGREEMENT

The Proposed Project has undergone a lengthy review process with the Boston Transportation Department. Prior to the issuance of a building permit for the construction of the Proposed Project, NEMCH will enter into a Transportation Access Plan Agreement ("TAP Agreement") with the Commissioner of Transportation. The TAP Agreement will identify project goals and objectives, as well as mitigating measures, that are reasonably satisfactory to the Commissioner of Transportation.

CONCLUSION

BRA Staff recommends that the Authority: (1) approve the attached Development Impact Project Plan; (2) authorize the Director to execute the Development Impact Project Agreement; (3) approve the proposed amendment to the NEMCH Master Plan which was originally approved on March 29, 1990; (4) approve NEMCH's Transportation Master Plan; (5) authorize the Director to enter into a Cooperation Agreement with NEMCH; (6) authorize the Director to issue an Adequacy Determination upon completion of the Authority's Article 31 review process; and (7) authorize the Director to execute a License Agreement between Tufts/NEMCH Inc., Don Bosco Technical High School and the Authority for a temporary parking lot on Washington Street.

Appropriate Votes Follow:

VOTED: That in connection with the Development Impact Project Plan for the New England Medical Center Hospitals Inc., 750 Washington Street, Boston, Phase 1 1-C project presented at a public hearing duly held at the offices of the Boston Redevelopment Authority on September 16, 1992, and after consideration of the evidence presented at the hearing, the Boston Redevelopment Authority finds that said Plan: (1) conforms to the general plan for the City of Boston as a whole; (2) contains nothing that will be injurious to the neighborhood or otherwise detrimental to the public welfare; and (3) does adequately and sufficiently satisfy all other criteria and specifications for a Development Impact Project as set forth in Articles 26A and 26B of the Boston Zoning Code, as amended; and further

- VOTED:** That pursuant to the provisions of Articles 26A and 26B of the Boston Zoning Code, as amended, the Boston Redevelopment Authority hereby approves the Development Impact Project Plan for the New England Medical Center Hospitals Inc., 750 Washington Street, Boston. Said Development Plan is embodied in a written document entitled "Development Impact Project Plan for the New England Medical Hospitals Center Phase 1 1-C Project" dated September 16, 1992, and in a series of schematic drawings listed of said document; said document and plans shall be on file in the Office of the Boston Redevelopment Authority; and further
- VOTED:** That the Authority hereby authorizes the Director (1) to execute, in the name and on behalf of the Authority, (a) a Development Impact Project Agreement, in substantially the form attached hereto with such changes as the Director and the Chief General Counsel deem appropriate (the "DIP Agreement"); and (b) any other documents deemed necessary and appropriate by the Director and the Chief General Counsel in connection with the New England Medical Center Phase 1 1-C Project; and (2) to certify in the name of the Authority, (a) that plans submitted to the Inspectional Services Commissioner in connection with said Project are in conformity with said Development Impact Project Plan; and (b) that the developer has entered into a DIP Agreement with the Authority to be responsible for the Housing Contribution and a Jobs Contribution Grant; and further
- VOTED:** That the Authority and the Director hereby approve NEMCH'S Proposed Amendment to NEMCH's Master Plan.
- VOTED:** That the Authority and the Director hereby approve NEMCH'S Proposed Transportation Master Plan.
- VOTED:** That the Authority hereby authorizes the Director to execute, in the name and on behalf of the Authority, an Adequacy Determination with respect to the Final Project Impact Report for the New England Medical Center Hospitals Inc., Phase 1, 1-C Project, 750 Washington Street, Boston, upon completion of the review of the Authority of such Final Impact Report for said Project; and further
- VOTED:** That the Authority hereby authorizes the Director to execute a License Agreement between Tufts/NEMCH Inc., Don Bosco Technical High School and the Authority for a temporary parking lot on sliver parcels of land abutting Don Bosco for the joint use of Don Bosco faculty, students, and NEMCH employees.

VOTED: The Boston Redevelopment Authority recommends design approval with the proviso that the plans are consistent with the Development Impact Project Plan, and that the final design review approval shall not be granted prior to the execution of a Transportation Access Plan Agreement. A Boston Resident Construction Employment Plan, a Memorandum of Understanding, a First Source Agreement, and other necessary agreements with the Mayor's Office of Jobs and Community Services and the Director is further authorized to execute any additional documents he may deem necessary to effectuate any changes from the original disposition documents resulting from the above design review process.